



## **Preparing for NATO Missions**

### *Integrated Force Planning in the Albanian Armed Forces*

BY PROFESSOR BERNARD F. GRIFFARD, DR. R. CRAIG NATION, AND COLONEL JAMES W. SHUFELT, JR.

*Today, Albania and Croatia have completed the accession process, and have joined the Alliance as members...In becoming NATO members Albania and Croatia share the benefits and responsibilities of collective security.*

NATO Secretary General Jaap de Hoop Scheffer, April 1, 2009

Albania's reintegration into the European community began immediately after the fall of the communist dictatorship in 1990. Following the 1992 elections, which marked the emergence of a multi-party political system, the government's long-term goals were membership in the European Union (EU) and the North Atlantic Treaty Organization (NATO). To this end, on January 26, 1994, the Albanian Parliament approved the country's participation in the Partnership for Peace (PfP) program.<sup>1</sup> Subsequently, Albania participated in NATO and EU peacekeeping efforts in Bosnia-Herzegovina and supported allied efforts to respond to Serbian action in Kosovo and resolve Kosovo's political status. Following the attacks on the United States in September 2001, Albania joined the "Coalition of the Willing," providing military forces for coalition and NATO operations in Iraq and Afghanistan. Albania's demonstrated commitment to the alliance was rewarded on April 1, 2009, with full NATO membership.

### **NATO Responsibilities**

As affirmed by the NATO Secretary General, NATO membership not only brings benefits, but also responsibilities. One responsibility is the provision of forces capable of operating effectively within an alliance command structure. To achieve this goal, the Albanian Armed Forces (AAF) must maintain the momentum of the ongoing transformation of its manning, equipping, and resourcing processes. To assist in this effort, the Albanian Ministry of Defense (MoD) requested a workshop on integrated force planning.

In support of this request, and under the auspices of the U.S. European Command (USEUCOM) Joint Contact Team Program (JCTP), the U.S. Army War College (USAWC) sent



Albanian Prime Minister Sali Berisha (L) and Croatian Prime Minister Ivo Sanader at joint press conference following full membership in NATO

1. *The Independent*, "Albania backs PFP" © 1994 Independent News and Media, 27 January 1994, <http://www.independent.co.uk/news/world/europe/albania-backs-pfp-1402789.html>

*Professor Griffard is a Professor of Logistics in the Operations and Gaming Division (OGD) of the Center for Strategic Leadership (CSL), U.S. Army War College (USAWC).*

*Dr. Nation is a professor of Russian Studies in the Department of National Security Studies, USAWC*

*Colonel Shufelt is the Director of the Strategic Decision Making Exercise, OGD, CSL, USAWC.*

| Report Documentation Page  |                                    |                                     |  | Form Approved<br>OMB No. 0704-0188                  |                                    |
|--|------------------------------------|-------------------------------------|--|---|------------------------------------|
| Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. |                                    |                                     |  |   |                                    |
| 1. REPORT DATE<br><b>AUG 2009</b>  |                                    | 2. REPORT TYPE                      |  | 3. DATES COVERED<br><b>00-00-2009 to 00-00-2009</b> |                                    |
| 4. TITLE AND SUBTITLE<br><b>Preparing for NATO Missions Integrated Force Planning in the Albanian Armed Forces</b>   |                                    |                                     |  | 5a. CONTRACT NUMBER                                 |                                    |
|  |                                    |                                     |  | 5b. GRANT NUMBER                                    |                                    |
|  |                                    |                                     |  | 5c. PROGRAM ELEMENT NUMBER                          |                                    |
| 6. AUTHOR(S)   |                                    |                                     |  | 5d. PROJECT NUMBER                                  |                                    |
|  |                                    |                                     |  | 5e. TASK NUMBER                                     |                                    |
|  |                                    |                                     |  | 5f. WORK UNIT NUMBER                                |                                    |
| 7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES)<br><b>U.S. Army War College,Center for Strategic Leadership,650 Wright Avenue,Carlisle,PA,17013-5049</b>  |                                    |                                     |  | 8. PERFORMING ORGANIZATION<br>REPORT NUMBER         |                                    |
| 9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)  |                                    |                                     |  | 10. SPONSOR/MONITOR'S ACRONYM(S)                    |                                    |
|  |                                    |                                     |  | 11. SPONSOR/MONITOR'S REPORT<br>NUMBER(S)           |                                    |
| 12. DISTRIBUTION/AVAILABILITY STATEMENT<br><b>Approved for public release; distribution unlimited</b>  |                                    |                                     |  |   |                                    |
| 13. SUPPLEMENTARY NOTES  |                                    |                                     |  |   |                                    |
| 14. ABSTRACT   |                                    |                                     |  |   |                                    |
| 15. SUBJECT TERMS  |                                    |                                     |  |   |                                    |
| 16. SECURITY CLASSIFICATION OF:  |                                    |                                     | 17. LIMITATION OF<br>ABSTRACT<br><b>Same as<br/>Report (SAR)</b> | 18. NUMBER<br>OF PAGES<br><b>4</b>                  | 19a. NAME OF<br>RESPONSIBLE PERSON |
| a. REPORT<br><b>unclassified</b>   | b. ABSTRACT<br><b>unclassified</b> | c. THIS PAGE<br><b>unclassified</b> |  |   |                                    |

a three-person team to Tirana, Albania, June 22-26, 2009. During this period the USAWC team conducted a workshop that familiarized key planners from the Albanian MoD, the General Staff, the Joint Force Command, the Training and Doctrine Command (TRADOC), and the Support Command with integrated force planning concepts and procedures. The USAWC team members included Professor Bernard F. Griffard and Colonel James W. Shufelt, Jr. from the USAWC Center for Strategic Leadership (CSL), and Dr. R. Craig Nation of the USAWC Department of National Security and Strategy.



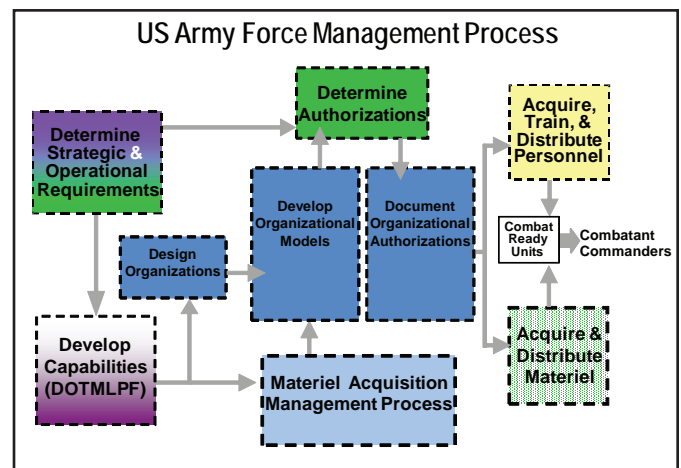
Dr. R. Craig Nation, USAWC, leads Force Planning discussions with AAF planners.

## A Quality Professional Force

Published in 2008, *The Military Strategy of the Republic of Albania* focuses on the development of a deployable quality professional force, trained and equipped to NATO standards, capable of conducting a wide range of operations. With a goal of meeting their NATO operational participation obligation in 2010, the AAF must address a series of force integration requirements. The first hurdle is the scheduled transition to an all-volunteer professional military beginning December 1, 2009. With this deadline in mind the workshop addressed the integrated planning requirements for the manning, equipping, and resourcing of this professional force.

## The Force Management Process

For the United States, the Defense Planning Process establishes the bridge from national strategic guidance to the Department of Defense (DoD) and Services' planning, programming, budgeting and execution processes. The initial workshop session provided background on the principles underlying force planning, such as where does the process belong in the strategic planning process, and what are the building blocks and linkages between tables of organization and equipment and force management. Armed with this information and acting within the guidance of the current Albanian force planning strategies, workshop participants determined their strategic and operational requirements, identifying the most effective mix of forces, weapons and manpower to execute the defense policy and military strategy.



## Developing Capabilities and Organizational Models

On day two, using the U.S. DOTMLPF<sup>2</sup> methodology, Colonel Shufelt and Dr. Nation introduced the participants to the DoD's Joint Concepts Integration and Development System (JCIDS). Using this joint-concepts-centric capabilities identification process as a model, AAF planners assessed selected existing and proposed capabilities in light of their contribution to future joint concepts. The USAWC team stressed that a JCIDS-type process would allow the AAF to leverage the expertise of government agencies, industry, and academia, while informing the acquisition process by identifying, assessing, and prioritizing joint military capability needs. Within the context of the DOTMLPF domains the participants identified capabilities needed to accomplish the AAF's strategic and operational requirements.

At the conclusion of this session the AAF planners matched their existing or planned organizations against the identified required capabilities. During the ongoing dialogue it was clear that they understood their responsibilities to determine whether new or modified organizations were required to accomplish essential missions. As force integrators, their next task would be to document identified organizational requirements through a series of connected and related organizational development processes, including the TO&Es and Basis of Issue Plan (BOIP) development.

2. DOTMLPF: Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel and Facilities (U.S. DoD, JP 1-02)

## Manning and Equipping the Professional Force

Albania has an estimated 800,665 males and 768,536 females between the ages of 19-49 who are fit for military duty.<sup>3</sup> As the December 2009 deadline for the conversion to the all volunteer professional force nears, finding 14,000 volunteers is not the challenge. The challenge is finding the right 14,000 volunteers to properly man the force. Acquiring, training, and distributing individuals by grade, skill, and specialty to all valid authorizations requires planning and constant monitoring. The second piece of the puzzle is equipping this professional force with the proper arms, material, and command, control, communications, computers, and intelligence (C4I) capabilities to meet NATO and national mission requirements.

The “Management and Development of Human Resources” concept of Albania’s military strategy directs that the system focus on the management of the entire personnel life cycle. In particular force planners must address requirements determination, recruitment, education and training, and maintenance of the personnel in service. This includes economic and financial support, promotion and career development, and support for integration into civilian life after their term of service or upon retirement. To guide the discussions in this area, Professor Griffard used the U.S. DoD Human Resource Strategy as a point of departure.

In equipping the AAF the military strategy set out the following priorities: communications systems; land, maritime, and air surveillance systems; equipment for priority units and structures; and special operations capabilities. Discussions in this area

centered on the Albanian processes for material requirements determination, acquisition, and distribution. Although the U.S. acquisition process is complicated, a quick review offered the planners some insights into the challenges of equipping and maintaining a modern force. A key point of discussion was the interaction between the MoD, private industry (international and domestic), and the Parliament. All three points of this “Iron Triangle” are stakeholders in the outcome of any acquisition process. Effective force integration planning must take this into consideration when visualizing the endstate of getting the right soldier, with the right equipment, to the right place, at the right time.

### **Human Resource Strategy** **Lines of Operation**

- INCREASE THE WILLINGNESS OF THE PUBLIC TO RECOMMEND MILITARY SERVICE TO ITS YOUTH
- RECRUIT THE RIGHT NUMBER AND QUALITY
- DEVELOP, SUSTAIN, AND RETAIN THE FORCE
- TRANSITION MEMBERS FROM ACTIVE STATUS
- SUSTAIN THE PROCESS AND MAINTAIN ITS VIABILITY

## Provide Combat Ready Units

At this point manpower and equipment have been acquired, personnel trained, and both have been distributed to the AAF to provide operationally ready units to the Joint Force Command. Maintenance of this capability requires continuous evaluation processes. This discussion was based on the four imperatives for maintaining operationally ready units: sustain, prepare, reset, and transform. These imperatives were identified by the U.S. Army as necessary for mitigating near-term risk and restoring balance to the force in this period of high operations tempo.

Sustain through the recruitment and sustainment of a high quality force and ensuring quality of life for the Army’s soldiers, families and civilians. Prepare by maintaining a high level of readiness and providing quality training and equipment. Reset revitalizes the force, provides a window for the training and professional education of soldiers, and allows time for repairing, replacing and recapitalizing equipment. Transformation is the continuous improvement of operational capabilities. To accomplish these imperatives planners must integrate processes that address stationing and readiness issues in anticipation of future requirements.

## Risk Management Framework

This integrated force planning workshop was process oriented and conducted as a non-attribution academic exercise. This promoted candid responses and active discussion throughout the week. Since most of the workshop deliverables were developed in an unconstrained resource environment, it was appropriate to close out the event with a discussion on risk management.



Since the risk management process assists decision makers in reducing or offsetting risk, the process must be fully integrated into planning, preparation, and execution. In this final session the AAF planners were tasked to take the decisions made up to this point and evaluate them against following risk categories:

- *Force management Risk* (Ability to recruit, train and equip right number of people)
- *Operational Risk* (Ability to achieve military objectives in near-term conflict)
- *Future Challenges Risk* (Ability to invest in capabilities to defeat long-term challenges)
- *Institutional Risk* (Ability to develop efficient and effective management practices)

The follow on discussions demonstrated that the workshop participants understood the risk management concept. What proved beneficial to the group as a whole was the evidence that your perception of risk is based on where you are in the AAF structure. The General Staff and Joint Force Command looked at risk differently than the TRADOC and Support Command planners.

## Supporting NATO Integration

As the AAF continues its transformation into a modern professional force, it will continue to benefit from the training and professional military education opportunities made available by the U.S. and other NATO allies. As an active participant in this effort, both through the JTCP and our own International Fellows Program, the USAWC looks forward to a continuing relationship with the AAF and its increasing number of USAWC alumni.



Gjergj Kastrioti Skanderbeg, Warrior King of Albania maintained combat ready forces for a quarter century in undefeated combat against the Ottoman Empire

\*\*\*\*\*

*This and other CSL publications may be found on the USAWC/CSL web site at: <http://www.csl.army.mil>.*

\*\*\*\*\*

*The views expressed in this report is that of the author and do not necessarily reflect official policy or position of the United States Army War College, the Department of the Army, the Department of Defense, or any other Department or Agency within the U.S. Government. This report is cleared for public release; distribution is unlimited.*

## Preparing for NATO Missions

OFFICIAL BUSINESS

U.S. ARMY WAR COLLEGE  
Center for Strategic Leadership  
650 Wright Avenue  
Carlisle, PA 17103-5049